

CITY OF VANCOUVERSPECIAL COUNCIL - OCTOBER 23, 1975ADJOURNED PUBLIC HEARING

A Special Meeting of the Council of the City of Vancouver was held on Thursday, October 23, 1975, at 7:30 P.M. at the Strathcona Elementary School Gymnasium, 592 East Pender Street, for the purpose of continuing an Adjourned Public Hearing to amend the Zoning and Development By-law.

PRESENT: Mayor Phillips  
Aldermen Bird, Bowers, Boyce, Cowie  
Harcourt, Kennedy, Marzari,  
Rankin, Sweeney and Volrich

CLERK TO  
THE COUNCIL: M. Kinsella

COMMITTEE OF THE WHOLE

MOVED by Ald. Bowers,  
SECONDED by Ald. Harcourt,

THAT the Council resolve itself into Committee of the Whole, Mayor Phillips in the Chair, to consider proposed amendments to the Zoning and Development By-law.

- CARRIED UNANIMOUSLY

1. Downtown Eastside Rezoning

An application has been submitted by the Director of Planning to rezone the area generally bounded by Heatley Avenue, Alexander Street, the lane west of Main Street and the lane south of East Hastings Street; but excluding the blocks bounded by Main Street, Powell Street, Gore Avenue and the lane south of Cordova Street (known as Block 5, Plan 14664 and Lots 1-5 and 22-31, Block 4, All of D.L. 196) and also excluding the existing (CD-1) Comprehensive Development Districts located at the S.W. corner of Cordova Street and Jackson Avenue (known as Lots 10-16, Block 57, D.L. 196); South side of the 300 Block of East Cordova Street (known as Lots 10-14, Block 56, D.L. 196); and the North side of the 500 Block of East Cordova Street (known as Lots 25-28, Block 53, D.L. 196).

Present Zones: (RS-1) One-Family Dwelling District  
(M-1) Industrial District  
(M-2) Industrial District  
(CM-1) Commercial District

Requested Zone: (CD-1) Comprehensive Development District

The application submitted to the August 7th, 1975 Public Hearing was approved by the Director of Planning with the CD-1 By-law permitting the following:

USES

- (1) Residential uses (including new and conversions to dwelling units, sleeping units, housekeeping units, boarding houses, rooming houses and hotels).
- (2) Institutional uses
- (3) Park and Open Space
- (4) Recreational uses

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- (5) Wholesale business
- (6) Warehouse (general)
- (7) Retail stores, businesses or undertakings as may be approved by the Director of Planning and including Bakery (retailing on premises only, not exceeding a total of 2,200 square feet of floor area), Barber and Beauty Shop, Billiard and Pool Hall, Launderette and Coin-operated Dry Cleaning and Restaurant (excluding a drive-in).

HEIGHT

Shall not exceed 8 storeys or 100' whichever is the lesser.

FLOOR SPACE RATIO

Shall in no case exceed 3.0.

RESTRICTION OF NON-RESIDENTIAL USES

Non-residential uses shall be located at or below ground level, except however, where non-residential uses serve the immediate needs of the local residents, then the Director of Planning may permit the use of additional floors for non-residential uses. Residential uses, however, will not be permitted above warehousing.

PARKING & LOADING

Parking and loading shall be provided and maintained as required in accordance with Section 12 and 13 of the Zoning and Development By-law.

OTHER

All other conditions, including setbacks, site coverage, etc., shall be subject to the approval of the Director of Planning.

The Vancouver City Planning Commission did not approve the application submitted to the August 7th, 1975 Public Hearing.

At the Public Hearing held on August 7th, 1975, Council resolved

"THAT this Public Hearing be adjourned."

On Thursday, 21st October 1975, the Standing Committee on Planning and Development met with representatives of the Vancouver City Planning Commission and the Downtown Eastside Residents Association and recommended to Council

"THAT the Director of Planning be instructed to prepare an interim rezoning for the Downtown Eastside, taking into account comments regarding the preservation of residential accommodation and compatible commercial and industrial uses; such interim zoning to be reported to Council on September 16, 1975."

Clause No. 1 Continued

Council, on 26th August 1975, approved the above recommendation of the Standing Committee on Planning and Development.

On 8th September 1975, the Vancouver City Planning Commission considered proposed amendments to the previously presented CD-1 By-law which they did not approve. After considering the proposed amendments, the Commission resolved

"THAT the Commission endorse the Draft proposal with the amendments submitted to it on this date, September 8, 1975, which dealt with concerns raised in previous meetings and also wants to put itself on record as approving the intent of the proposal to maintain and preserve residential uses in this area."

The Commission further resolved

"THAT it is important to protect lands for future port expansion and the necessary back-up port facilities;

THAT further study of ownership patterns in the area be undertaken and their intentions with regard to future development ascertained."

On 16th September 1975, the City Council considered a report of the City Manager wherein the Director of Planning outlined proposed changes to the original Draft By-law and resolved

"THAT the recommendation of the City Manager, contained in this clause, be approved;

THAT a Public Hearing on the proposed CD-1 By-Law for the Downtown Eastside be arranged as soon as practical."

The Director of Planning recommends the following amendments to the CD-1 By-law presented to the Public Hearing of 7th August 1975:

- (1) The boundaries of the area to be rezoned shall be the same except that the 1½ Blocks generally bounded by Main Street, Powell Street, Gore Avenue and the lane south of Cordova Street (Lots 1-5 & 22-31, Block 4 and Block 5, Plan 14664, All of D.L. 196) will be included in the area to be rezoned.
- (2) The uses to be amended by deleting the words "businesses and undertakings" following the words "Retail store" and specifically list the following uses:
  - Bakery (retailing on premises only, not exceeding a total of 2,200 square feet of floor area);
  - Barber and Beauty Shop;

Clause No. 1 Continued

- Billiard and Pool Hall;
- Launderette and Coin-Operated Dry Cleaning;
- Restaurant (excluding a Drive-In) and;
- Offices

All of the above uses, including retail store, are to be at or below street grade. The Director of Planning may permit additional floors provided that 50% of the total additional floor space consists of dwelling units or otherwise serves the immediate needs of the local residents.

And ADD the following uses:

- Theatre (excluding a Drive-In)
- Use required by a Public Authority
- Industrial uses as listed under Sections 1A and 2A of the (M-1) Industrial District Schedule (light) and Sections 1A and 2A of the (M-2) Industrial District Schedule (heavy), may be permitted provided that:
  - i) These uses have been established and operating prior to September 1, 1975 and;
  - ii) These uses remain in their present locations, and;
  - iii) Expansion and structural modifications of these uses be limited to development on sites used for the existing use only as defined by the subdivision in effect on September 1, 1975.

- (3) The Floor Space Ratio has been amended from a maximum of 3.0 to the following:
- (a) Within the area bounded by Alexander Street, Heatley Avenue, the lane north of East Hastings Street and the lane east of Main Street and in Block 5 (no lane) ± 120 feet east of Main Street, the Floor Space Ratio for all uses shall not exceed 3.0;
  - (b) The area bounded by Heatley Avenue, the lane south of East Hastings Street, the lane east of Main Street and the lane north of East Hastings Street and the area bounded by East Hastings Street, the lane west of Main Street, Alexander Street, and the lane east of Main Street and in Block 5 (no lane) ± 120 feet east of Main Street, the Floor Space Ratio for all uses other than residential uses shall not exceed 5.0. Residential uses shall not exceed a Floor Space Ratio of 3.0.
- (4) Off-Street parking and loading is required in accordance with Sections 12 and 13 of the Zoning and Development By-Law No. 3575 but provision is now made whereby the Director of Planning in the exercise of his discretion may relax the required amount having due regard to its location in relation to the site and surrounding streets and buildings, the effect on traffic, its overall design and the general amenity desired for the Downtown Eastside Area.

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Clause No. 1 Continued

Mr. D. Janczewski of the Planning Department advised that the proposed rezoning would recognize and strengthen the residential component of the community and establish the character of the area thereby stabilizing the community. He circulated an information sheet (on file in the City Clerk's Office) showing the description of land uses in the Oppenheimer Park area, the total number of dwelling units, approximate existing and projected population figures and percentages of senior citizen population and average incomes for the Oppenheimer area as compared to the Vancouver area as a whole.

The following presented briefs (on file in the City Clerk's Office):

- Mr. S. B. Anderson, on behalf of Western Stevedoring Co. Ltd., requested that Lots 18-23 of Block 43 be exempted from the proposed rezoning and they be permitted to expand their operations.
- Mr. K. Takeuchi, on behalf of the senior citizens of the Japanese Canadian Society of Greater Vancouver, requested that Council approve the proposed rezoning.
- Mr. C. Lew, on behalf of the Wing Wing Company, requested that Council exclude Block 70, in which their property is situated, from the rezoning.
- Ms. Vicki Obedkoff, on behalf of the First United Church staff/team, stated that demolition and development permits should have housing replacement requirements.
- Mr. B. Eriksen, on behalf of the Downtown Eastside Residents Association, stated that the proposed By-law does not prohibit industry but would not allow them to expand beyond their present site.
- Ms. Agda Campbell, on behalf of the community workers in the Downtown Eastside, stated that they support the efforts of the residents of the community to obtain rezoning away from the emphasis on business and industry.
- Ms. Libby Davies, on behalf of the Downtown Community Resources Board, stated that the area should be rezoned so that existing housing will be maintained and new housing built to replace the 1300 housing units lost in the past few years. The section on demolition and development permits should be removed as a policy statement and included in the By-law itself.

The following individuals spoke to the rezoning proposals:

- Mr. H. Fan requested that the four lots at the southwest corner of Gore and Hastings be excluded to enable him to develop a parking garage for badly needed parking in the area.
- Mr. C. Lee, representing Master Printing, 344 East Cordova, requested Council to allow them to expand and develop on the site adjoining their present property.
- Mr. Watt, representing Watkins Holdings and Coast Machine Works, stated that people living in the area have co-existed with industry for many years and other land is available to build low rental housing without upsetting the present zoning.

Clause No. 1. Continued

- Messrs. Nye, Thomson and Engelbeen, representing industrial property owners and tenants in the area, advised that industry had been located there for many years and if it is not allowed to expand and the area becomes primarily residential, many people will be out of jobs.
- Mr. J. Harrison was opposed to providing more housing in the area.
- Mr. L. Brandolini, owner of No. 5 Orange Hotel, stated he had no quarrel with the idea of providing housing, but felt that it was unrealistic to include the property in the area bounded by the lane west of Main, Alexander, Main Street and East Hastings Street, as 35% of the units existing in the area are unrentable.
- Mr. M. Goldberg, property owner in the 500 Block Powell Street, stated the existing commercial/residential/industrial mix should remain and the zoning should not be changed to provide more residential.
- Mr. Lowther of the Hastings East/Grandview area, stated that as any rezoning affects the whole City, he is opposed to the present process of rezoning - the rezoning process should be developed with local participation.
- Mr. W. A. Street, representing 22 small commercial and industrial businesses in the area, stated these businesses have co-existed with residential for many years with no conflicts. He requested Council to undertake a detailed study of the area to see how increasing housing and retaining industrial/commercial uses could be effected without injuring one or the other; after the study, specific zoning proposals should be brought forward.
- Rev. Lindsay, on behalf of the Grace Gospel Fellowship, felt the area was being intruded upon by developers; the housing stock should be retained and expanded.
- Mr. B. Clynych, on behalf of the Vancouver Centre NDP Executive, spoke in favour of the proposed By-law to provide more residential accommodation.
- Mr. J. K. Harrison requested that Council exclude the 300 Block Alexander Street from the rezoning and Mr. R. M. Brown, representing Burrard Ironworks, requested the exclusion of the 200 Block Alexander Street.
- Ms. Theresa Boros emphatically stated the area needs housing.
- Dr. M. Crane urged Council to accept the CD-1 By-law.
- Ms. Jean Swanson indicated there was not enough decent housing in the area; the residents have no objection to co-existing with industry but they do not want to be pushed out of their neighbourhood and favour limited expansion by industry.
- Mr. T. Mesic, on behalf of the Stratchona Property Owners and Tenants Association, supports the rezoning of the Downtown Eastside area with limited industrial expansion. He indicated that recreational facilities and open space should be developed along with residential.

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Clause No. 1 Continued

- Mr. Gutteridge, on behalf of the Central City Mission, requested Council to accept the proposals of the Planning Department with the amendments re demolition and development permit control suggested by the Downtown Eastside Residents Association and the Downtown Community Resources Board.
- Mr. Emery Barnes, M.L.A., commented on the rezoning proposal and indicated that the Provincial Government would support the City in its efforts to control demolition of residential property.
- Also received was a Petition (on file in the City Clerk's Office) containing 1141 signatures, requesting City Council to rezone the Oppenheimer Area to CD-1.

The Mayor called for further speakers for or against and no one appeared.

Having heard representations and briefs, Council took the following action:

MOVED by Ald. Rankin,  
THAT the rezoning application be approved.

(Deferred)

MOVED by Ald. Bowers in amendment,  
THAT the following be added to Clause (ii) on Page 3 of the application for rezoning by the Director of Planning:

"However, expansion into adjacent lots is permitted if in the opinion of the Director of Planning

- (a) the industrial use is compatible with nearby residential uses
- (b) the expansion does not involve the demolition of residential units except by special permission of Council."

- CARRIED

(Aldermen Bird, Kennedy, Marzari, Rankin & Sweeney opposed)

MOVED by Ald. Kennedy,  
THAT further consideration of this matter be deferred to the regular meeting of Council on October 28, 1975.

- LOST

(Aldermen Bowers, Boyce, Cowie, Harcourt, Marzari, Rankin, Volrich and the Mayor opposed)

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Clause No. 1 Continued

MOVED by Ald. Bowers,

THAT the western boundary of the area to be rezoned  
be the lane east of Main Street.

- LOST

(Aldermen Bird, Harcourt, Kennedy, Marzari, Rankin  
and Sweeney opposed)

MOVED by Ald. Kennedy,

THAT further consideration of this matter be deferred to the  
regular meeting of Council on October 28, 1975.

- CARRIED

(Alderman Rankin opposed)

The meeting adjourned at 10:55 P.M.

The foregoing are Minutes of the Special Council meeting  
(Adjourned Public Hearing) of October 23, 1975, adopted  
on November 4, 1975.

O. Phillips  
MAYOR

L. N. Little  
CITY CLERK